

Message Text

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TO AMEMBASSY NIAMEY IMMEDIATE

AMEMBASSY DAKAR IMMEDIATE

AMEMBASSY NOUAKCHOTT IMMEDIATE

AMEMBASSY BAMAKO IMMEDIATE

AMEMBASSY OUAGADOUGOU IMMEDIATE

AMEMBASSY NDJAMENA IMMEDIATE

AMEMBASSY BANJUL IMMEDIATE

AMEMBASSY YAOUNDE IMMEDIATE

AMEMBASSY ABIDJAN IMMEDIATE

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AFDROUGHT

E.O. 11652:N/A

TAGS:

SUBJECT:SAHEL R/R EVALUATION

REFS: (A) STATE 6055 (B) STATE 188228 (C) STATE 156186

(D) STATE 79566 (E) ACTION MEMORANDUM FOR THE DEPUTY ADMINISTRATOR -- SUBJECT: APPROVAL AND IMPLEMENTATION OF SAHEL RECOVERY AND REHABILITATION PROGRAM, DATED 21 NOV. 1973.

1. REFTEL (A) DESCRIBED THE REVIEW OF THE SAHEL R/R PROGRAMS TO BE CONDUCTED BY THE REGIONAL CONTROLLERS IN EVAL-
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UATING THE R/R PROCEDURES ESTABLISHED AT THE TIME OF THE

SAHEL EMERGENCY. THIS ASPECT OF THE EVALUATION WILL FOCUS ON THE FINANCIAL MECHANISMS ASSOCIATED WITH R/R. AS A COROLLARY TO THE FINANCIAL EVALUATION, AN ASSESSMENT OF THE PROGRAM SUBSTANCE OF THE R/R PROGRAM WILL ALSO BE CONDUCTED. BECAUSE TIME AND PERSONNEL CONSTRAINTS PREVENT AN IN-DEPTH REVIEW OF EACH COUNTRY'S ACTIVITIES, IT HAS BEEN

DECIDED TO LIMIT THE PROGRAMMATIC REVIEW TO TWO REPRESENTATIVE COUNTRIES--NIGER AND CHAD. THE EVALUATION OF THESE TWO SAHEL COUNTRIES WILL BE REINFORCED BY SUPPLEMENTARY INFORMATION RECEIVED FROM THE REMAINING SAHEL COUNTRIES (EXCLUDING THE GAMBIA) IN THE FORMAT OUTLINED BELOW. THE PROGRAMMATIC REVIEW, COUPLED WITH THE REGIONAL CONTROLLERS' ASSESSMENT DESCRIBED IN REFTTEL (A), WILL FORM THE TOTAL SAHEL R/R EVALUATION PACKAGE.

2. THE EVALUATION EXERCISE HAS SEVERAL DISTINCT OBJECTIVES: (A) TO EVALUATE THE EFFECTIVENESS OF THE R/R MECHANISM AS WELL AS ITS INDIVIDUAL ACTIVITIES IN MEETING THE OBJECTIVES ORIGINALLY SET FORTH IN THE R/R PROGRAM ASSISTANCE PAPERS; (B) TO EVALUATE THE OBJECTIVES THEMSELVES AND THE CRITERIA USED IN THE IDENTIFICATION AND REVIEW PROCESS; (C) TO ASSESS THE USEFULNESS OF THE R/R MECHANISM FOR POSSIBLE INCORPORATION INTO NORMAL AID PROGRAMMING AND IMPLEMENTATION PROCEDURES; (D) TO ASSIST AID/W AND THE FIELD IN THE ASSESSMENT OF NEW R/R ADD-ON PROPOSALS.

3. THE CONCEPTUAL EVALUATION OF THE R/R PROGRAM WILL BE SET AGAINST THE BASIC OBJECTIVES ORIGINALLY PROPOSED FOR THE PROGRAM. THESE OBJECTIVES, AS ORIGINALLY DELINEATED, WERE TO MOUNT ACTIVITIES WHICH COULD: (A) BE INITIATED WITHIN 60-90 DAYS; (B) PRODUCE RESULTS IN 12-18-24 MONTHS AND HAVE SIGNIFICANT AND MEASURABLE IMPACT IN PROMOTING RECOVERY FROM THE EFFECTS OF THE DROUGHT; (C) ASSIST IN MITIGATING OR FORESTALLING EMERGENCY CONDITIONS IN FUTURE YEARS OF IRREGULAR OR INSUFFICIENT RAINFALL; (D) CONTRIBUTE TO RECOVERY IN THE SHORT-RUN IN SUCH A WAY AS TO ESTABLISH A BASE FOR RELATED LONG-RUN DEVELOPMENT EFFORTS. THE EVALUATION WILL FURTHER ASSESS THE VALIDITY

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OF THE STRATEGY UNDERLYING ACTIVITY SELECTION AND DESIGN, I.E., THE MANAGERIAL/ADMINISTRATIVE CAPACITY OF HOST GOVERNMENTS; USE OF TECHNICAL PERSONNEL IN PLACE OR READILY AVAILABLE FROM PEACE CORPS, VOLAGS, OR OTHER DONORS; THE EXPANSION OR ACCELERATION OF ACTIVITIES ALREADY UNDERWAY. THE PROGRAMMATIC EVALUATION WILL FOCUS ON THE PROCEDURES APPROVED FOR THE IMPLEMENTATION OF THE PROGRAM ON AN URGENT BASIS. THIS INCLUDES THE USE OF

GRANT AGREEMENTS, ACTIVITY IMPLEMENTATION LETTERS AND FUND DISBURSEMENT MECHANISMS UTILIZING LOCAL INSTITUTIONS. THE EVALUATION WILL ASSESS THE EXPERIENCE TO DATE ON THE EFFECTIVENESS OF THESE PROGRAM MECHANISMS IN AFFORDING QUICK RESPONSE TO URGENT NEEDS IN COMPARISON TO NORMAL AID PROGRAMMING PROCEDURES; THEIR EFFECTIVENESS IN PERFORMING AS A MONITORING MECHANISM, I.E., ENSURING THAT THE ACTIVITIES ARE IMPLEMENTED BY THE DESIGNATED AGENTS IN ACCORDANCE WITH THE AGREEMENT CONTAINED IN THE AIL; THEIR EFFECTIVENESS IN ELICITING HOST GOVERNMENT CO-OPERATION AND INVOLVEMENT IN ACTIVITY IMPLEMENTATION; AND FINALLY, THEIR USEFULNESS IN PROVIDING A BASIS FOR PROGRAM EVALUATION AND THEIR SPECIFICITY IN AFFORDING A MEANINGFUL END-USE AUDIT.

4. TO ASSIST IN THE COMPILATION OF AN OVERALL VIEW OF THE R/R PROGRAM THE ADO/DAKAR AND THE CDO'S IN MALI, MAURITANIA, UPPER VOLTA, AND CHAD ARE REQUESTED TO UPDATE A STATUS REPORT ON A SELECTED NUMBER OF THEIR ONGOING, R/R ACTIVITIES BY CHOOSING ONE EACH OF THREE CATEGORIES OF ACHIEVEMENTS: POORLY RUN; OPERATED AS A GOOD PROJECT; AND ONE CONSIDERED EXCEPTIONALLY WELL OPERATED. THIS REPORT SHOULD FOLLOW THE FORMAT FOR THE

ACTIVITY PROGRESS REPORT IN ANNEX D-3, PAGE 17, OF THE PROGRAM ASSISTANCE PAPER FOR THE SAHEL RECOVERY AND REHABILITATION PROGRAM. IN COMPLETING THE REPORT, ADDRESSEES SHOULD CONSIDER SUCH QUESTIONS AS: INVOLVEMENT IN ACTIVITY PLANNING AND IMPLEMENTATION. THIS SHOULD INCLUDE SUCH SUBJECTIVE ASSESSMENTS AS THEIR ATTITUDES TOWARD THE ASSUMPTION OF INCREASED RESPONSIBILITY; THEIR WILLINGNESS TO INNOVATE IN PROGRAM MANAGEMENT PROCEDURES; AND THEIR ABILITY TO ADDRESS AND UNDER-

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STAND THE NEEDS OF THEIR PEOPLE IN SETTING ACTION PRIORITIES.

(B) THE DEGREE OF POPULAR PARTICIPATION IN THE IMPLEMENTATION OF R/R ACTIVITIES AND THEIR ATTITUDES.

(C) COORDINATION WITH OTHER DONORS/INSTITUTIONS--(UNDP, VOLAGS, PEACE CORPS, WHO, UNICEF, ETC.)--WHAT ADVANTAGES OR DRAWBACKS.

(D) LOCAL OR OFF-SHORE VS. U.S. PROCURED COMMODITIES. WHAT EFFECT ON PROJECT TIMING IN CHOOSING BETWEEN THE TWO? HOW HAS THE GOVERNMENT COOPERATED IN CUSTOMS CLEARANCE AND PROCUREMENT?

5. AS ALL OF THESE QUESTIONS DO NOT FIT NEATLY INTO THE REQUESTED FORMAT FOR INDIVIDUAL ACTIVITY STATUS RE-

PORTS, THE RESPONDING OFFICERS MAY WISH TO APPEND AN OVERALL ASSESSMENT REPORT BASED ON SUBJECTIVE ANALYSIS OF PARTICULAR PORTIONS OF THE ABOVE AS WELL AS OTHER

PROBLEM AREAS POSSIBLY ENCOUNTERED IN THE PLANNING/IMPLEMENTATION PROCEDURE SUCH AS THE REDUCED REVIEW OF THE R/R PROGRAM AS COMPARED TO NORMAL PROJECT REVIEW. HOW HAS THIS AFFECTED QUALITY AND EFFECTIVENESS? WHAT BENEFITS OVER REGULAR PROGRAMMING? HOW EFFECTIVE HAS AID/W BACKSTOPPING BEEN IN THE PLANNING AND IMPLEMENTATION OF THE PROGRAM? WHAT MODIFICATIONS COULD BE MADE TO IMPROVE THE MECHANISM AND TO INTEGRATE ITS MOST UTILITARIAN ASPECTS WITHIN THE REGULAR PROGRAM?

6. IN PREPARING THE REPORT, IT SHOULD BE KEPT IN MIND THAT IT WILL BE USED AS AN EVALUATION TOOL. THEREFORE, SUFFICIENT DETAIL MUST BE INCLUDED TO ENABLE AN OUTSIDE

OBSERVER TO COMPLETELY ASSESS THE OBJECTIVES AND THE PROGRESS TOWARD THOSE OBJECTIVES IN LIGHT OF THE CONCEPTUAL FRAMEWORK WHICH GAVE RISE TO THE R/R PROGRAM. THE REPORT SHOULD ALSO ALLOW THE REVIEWER TO BE ABLE TO ASSESS THE TIME FRAME INVOLVED IN THE ACTIVITY, I.E., DATE OF ORIGINAL PROPOSAL; DATE OF AID SIGNING, COMPLETION DATE ORIGINALLY ANTICIPATED; REVISED COMPLETION DATE; ETC. THIS REPORT SHOULD BE PREPARED AND POUCHED UNCLASSIFIED

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TO AID/W NLT 10 FEB. 1975. A CABLE SUMMARY OF THE MAJOR FINDINGS SHOULD BE SENT TO ABIDJAN BY FEB. 7 IN ORDER TO BE AVAILABLE FOR A REVIEW WHICH WILL BE UNDERTAKEN THERE ON FEB. 10.

7. PERSONNEL CONDUCTING THE PROGRAMMATIC REVIEW WILL BE HERBERT MILLER, AID/W ENTENTE STATES DROUGHT EMERGENCY DESK OFFICER, AND JOHN MCLAUGHLIN, AID/W OIC YAOUNDE AREA. MILLER WILL UNDERTAKE THE ON-SITE REVIEW IN NIGER AND MCLAUGHLIN IN CHAD. UPON COMPLETION OF THE REVIEW, MILLER WILL JOIN THE REGIONAL CONTROLLERS IN ABIDJAN FOR THE WRAP-UP SESSION AND PREPARATION OF THE

DRAFT REPORT.

FOR NDJAMENA: AS MCLAUGHLIN'S TIME IN NDJAMENA WILL BE LIMITED, IT WOULD BE HIGHLY USEFUL IF THE CDO COULD HAVE THE ABOVE REQUESTED REPORT PREPARED AND READY FOR HIS REVIEW UPON HIS ARRIVAL. INGERSOLL

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